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This 1964 meeting of consultants on labor education focused on the following: (1) a review of International Labour Office (ILO) activities, especially advisory assistance to developing nations, (2) the use of audiovisual aids and other educational materials, (3) measures to encourage young trade unionists to take a more active part in the work of their unions, and methods of training them for this work, particularly in countries where trade unions are in the process of development. Basic ILO principles and terms of reference, seminars and special projects, miscellaneous program suggestions (teaching about the ILO, educational leaves, rural education, research, cooperation with UNESCO), the use of manuals and of the bulletin "Labour Education," free circulation of teaching materials, and possible ILO action in behalf of "young" workers, were among the topics discussed. The consultants included trade union officers responsible for labor education, and representatives of national and international programs. (ly)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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MC.WE/D.7(Rev.)

INTERNATIONAL LABOUR OFFICE

REPORT OF THE MEETING OF CONSULTANTS ON WORKERS' EDUCATION

(Geneva, 7-18 December 1964)

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MC.WE/D.7(Rev.)

REPORT OF THE MEETING OF CONSULTANTS ON WORKERS' EDUCATION

(Geneva, 7-18 December 1964)

1. A Meeting of the Consultants on Workers' Education convened by the I.L.O. Governing Body was held at the International Labour Office in Geneva from 7 to 18 December 1964.

Agenda

2. The agenda of the meeting included the following items:

(i) review of I.L.O. activities in workers' education and suggestions for future action, with particular reference to advisory assistance to developing countries;

(ii) educational material for workers' education, with particular reference to the utilisation of audio-visual aids; and

(iii) measures to encourage young trade unionists to take a more active part in the work of their unions, and methods of training them for this purpose, particularly in countries where trade unions are in process of development.

Consultants and Observers

3. Of the 25 consultants invited in their personal capacity as specialists in workers' education, 21 consultants from 18 countries attended the meeting. The consultants included trade union officers responsible for workers' education and representatives of national and international workers' education programmes. The U.N.E.S.C.O. and European Economic Community were represented by observers.[1]

Election of Chairman

4. Mr. Max Swerdlow, Education Director of the Canadian Labour Congress, was unanimously elected chairman of the meeting.

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[1] A complete list of consultants is appended to this report.

Organisation of Work of the Meeting

5. In opening the meeting, Mr. Albert Guigui, Chief of the Social Institutions Development Department of the I.L.O., welcomed the consultants on behalf of the Director-General of the I.L.O. and emphasised the importance of their deliberations to the development of the I.L.O. Workers' Education Programme. He also conveyed to the meeting the regrets of Dr. Abbas Ammar, the Deputy Director-General in charge of the Technical Programmes, for not being able to be present at the meeting owing to the fact that he was on mission in Africa. Recalling that the last comprehensive review of the Programme was made by the I.L.O. Meeting of Experts on Workers' Education held in 1957, Mr. Guigui pointed out that the review of the policies developed, the experience acquired and the results achieved under the I.L.O. Workers' Education Programme and the suggestions made by the participants would contribute towards improving the workers' education activities of the I.L.O. Mr. Paul B.J. Chu, Chief of the Workers' Education Branch, explained the objectives and nature of the meeting and proposed a tentative work schedule which was adopted with slight modifications.

6. On various occasions during the meeting the representatives of the Office provided information on the functioning of the I.L.O. Workers' Education Programme, as well as other questions of interest to the consultants. It was recalled that the latter had been appointed by the Governing Body of the I.L.O. as members of its Panel of Consultants on Workers' Education and Recreation. During a period of five years their functions would be to keep the Office informed of major developments in the field of workers' education, be available for providing additional information on basic trends and advise on specific questions submitted to them for examination by the Office.

7. The meeting had before it three reports prepared by the Office as a basis of discussion for each item of the agenda. In addition, the consultants received for their information the report of the I.L.O. Meeting of Experts on Workers' Education (1957) and a report of the Meeting of I.L.O. Experts sent on Workers' Education Missions (1963).

8. The discussion of the three preparatory reports and of detailed information provided orally by the representatives of the Office produced a full and detailed exchange of ideas in the course of which all the consultants referred to their educational activities, set out personal experiences, including their collaboration with the I.L.O. in the field of workers' education, and suggested numerous practical methods of furthering the development of the I.L.O. Workers' Education Programme. These suggestions, as well as the main points of the discussion, are embodied in this report.

9. All these suggestions were inspired by the consultants' strong and unanimous belief in the immense and growing importance of workers' education to individual self-development, social progress and economic growth especially in the developing areas of the world. Their enthusiastic belief in the vital role of workers' education found positive expression in many practical suggestions and in particular in the emphasis given to the vital and valuable contribution of the I.L.O. in this field. In reviewing the past and considering the future activities of the I.L.O. in the field of workers' education, all the consultants expressed considerable satisfaction and appreciation of the activities and achievements so far. They were emphatic, however, in their view that the work and programmes of the I.L.O. in this field must expand and develop extensively if it is to begin to meet adequately the needs in the field of workers' education, and that every effort should be made by the I.L.O. to secure the necessary additional resources for this purpose.

Basic Principles and Terms of Reference of the I.L.O.'s Workers' Education Activities

10. It was noted that the I.L.O. report on the first item of the agenda contained the constitutional directives and the resolutions of the International Labour Conference and of I.L.O. regional conferences, which formed the framework in which the Office developed its workers' education activities, and which remained its mandate in this field for the future. In discussing those basic principles of the I.L.O.'s policy in workers' education, the consultants emphasised unanimously that a fundamental characteristic of the I.L.O.'s Workers' Education Programme was to help trade unions and workers' education bodies to help themselves in this field.

11. The consultants recalled that the workers regarded the setting up of the I.L.O. as one of their greatest attainments, since it was the sole international organisation in which they enjoyed equal rights with employers and governments. Thanks to the labour standards established by its machinery and the tasks accomplished since its inception, the I.L.O. had been instrumental in furthering the development and strengthening of trade union organisations and thereby advancing the cause of social justice. The I.L.O. had endeavoured throughout to assure educational opportunities for the workers, an objective which had constituted an essential part of its work.

12. In recent years, and at the request and insistence of trade unions, the I.L.O. had been called upon to make greater efforts to help trade unions and workers' education organisations to develop their workers' education activities. In particular, the systematic and diversified activities carried out under the I.L.O. Workers' Education Programme since 1956 had stimulated and helped the development of workers' education in various parts

of the world. In the expansion of present activities and in the planning of new projects, it was essential that the I.L.O. continued to adhere strictly to its basic aims and principles (particularly freedom of association and the right to organise and bargain collectively) to which all the consultants were strongly attached.

13. One of the fundamental ideals of the I.L.O. was freedom of association. The consultants emphasised that freedom of association was an essential condition to the development of workers' education. As a tripartite organisation which had developed international standards on freedom of association, the I.L.O. had the obligation to help workers' organisations to defend that right which was indispensable to their growth, whether in workers' education or in the other work of the trade unions. Consequently, the consultants proposed that the I.L.O. continue to make every possible effort to persuade all member States to respect the fundamental principle of freedom of association. In countries where the Freedom of Association Committee of the Governing Body of the I.L.O. had found that the rights under the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) and under the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) were either ignored or violated, the consultants strongly urged that the I.L.O. should suspend or refrain from developing technical co-operation in any form whatever in the sphere of workers' education.

14. The consultants urged that the I.L.O., not being a trade union organisation, should take care not to substitute itself, even if inadvertently, for the trade unions or to duplicate their work in the field of workers' education or in any other field. They recognised that the I.L.O. in its activities under the Workers' Education Programme had respected to the best of its ability the prerogatives and responsibilities of the trade unions in this field and that it could not, and would not, wish to take their place by relieving them of those responsibilities that they must shoulder themselves. All were agreed that trade union organisations should develop their own programmes, use their resources, select their personnel and implement their policies when they carried out their own educational work. Whenever the I.L.O. collaborated with trade unions and other organisations set up with their co-operation in their educational programmes, and only at their request, its contribution should continue to be a part of a whole planned, implemented and controlled by the union or other organisations concerned.

15. The consultants stated that it was not technically feasible to draw a line of demarcation between trade union training and workers' education in general. Workers' education was a generic term covering a wide field of specific activities, ranging from trade union training to literacy, civics, vocational training and so on. Individual trade unions in different countries and in

varying circumstances undertook one or other types of workers' education. The training of trade unionists was no longer limited to training in the skills of recruitment, organisation, negotiation and direct action; it included a greater knowledge of a multitude of social, economic and political subjects necessary in modern society.

16. Most of the consultants pointed out that while it was not possible to draw a simple line of demarcation between the workers' education activities of the trade unions on the one hand and the I.L.O. on the other hand, there were nevertheless differences which determined the scope of the I.L.O. activities. The trade unions, they said, should train their own members in their own traditions and principles to imbue them with the necessary militancy and sense of commitment, leading directly to trade union action. On the other hand, there was a common fund of knowledge not only between different trade unions but also between the working class and other elements in modern societies. It was in the area of this common knowledge that the trade unions often sought the collaboration of other bodies, including the I.L.O., in the field of workers' education.

17. Other consultants were of opinion that all aspects of workers' education and trade union training were touched upon and dealt with by individual organisations in their own way, and that the fundamental aim of all forms of I.L.O. workers' education activity should be the provision of objective information or co-operation in trade unions' efforts, particular care being taken not to encroach at any level upon trade union responsibilities since workers' education fell essentially within the competence of trade union organisations.

18. The consultants stressed that each trade union centre had its own needs and it was the best judge as to what external collaboration it needed. A practical rule of thumb was therefore for each trade union centre to decide what co-operation and assistance it might seek from the I.L.O. On its side, the I.L.O. had to weigh each request on its own merits, and in the framework of the I.L.O.'s own Programme and basic principles (above all freedom of association) and the general trade union and labour conditions in the country concerned.

19. It was recognised that education was a continuing process and that educational needs were increasing as a consequence of social, economic, technical and scientific developments. This was particularly true in developing countries and the I.L.O. could make there an important contribution to help unions and other organisations to set up with their co-operation, to establish permanent workers' education institutions, to adapt teaching methods and study materials to local conditions and to provide guidance to future instructors. The Workers' Education Programme

of the I.L.O. should therefore continue to be dynamic and flexible, in particular in countries where the development of workers' education was handicapped by the incidence of illiteracy among workers, the insufficiency of general educational facilities, the limited resources of the trade union movement, the concern of the unions with immediate tasks other than workers' education, the lack of instructors and other factors.

20. It was recognised that the I.L.O. initiated and undertook its own workers' education activities suitable to its nature, structure and basic principles and which also benefited workers and their organisations. This was desirable in relation to certain subject areas, such as teaching about the I.L.O. and its work, which the Office was best equipped to carry out and which should be intensified as a priority activity. It was also desirable that the I.L.O. continue to develop certain activities such as the training of workers' education administrators and instructors, the preparation of manuals and other study materials of all kinds and at different levels, the preparation and distribution of audio-visual aids and equipment, the granting of fellowships and the exchange of workers' education personnel and any additional forms of aid in this field to trade unions and organisations set up with their co-operation. In short, the I.L.O. should continue to develop a diversified and balanced programme of workers' education activities designed to benefit, either directly or indirectly, immediately or in the long run, workers and their organisations, and subject, of course, to a rational utilisation of its limited resources and the achievement of excellence in all sectors of its work in this field.

21. After discussing the basic principles of the I.L.O. Workers' Education Programme, the consultants made suggestions concerning specific activities carried out under the Programme.

EXPERT MISSIONS

22. The consultants discussed at length the qualifications desirable in an expert, and there was general agreement on the paramount importance of the following ones.

23. An expert should have practical experience and understanding of trade union life and work, coupled with a good knowledge of labour questions.

24. In the case of missions involving actual teaching, equally important was the expert's educational capacities because one of his main duties was the training of trainers in the field.

25. A thorough knowledge of the I.L.O. was also necessary since an expert was looked upon, not only as a workers' education specialist, but as an authority on I.L.O. and to some measure as a representative of it.

26. Since an expert should be able to transmit knowledge, the I.L.O., in the measure where short-term missions made it possible, should endeavour to improve the training of its experts in this field.

27. Several consultants suggested that I.L.O. experts should, if possible, know the language of the country and they should be familiar with social, economic and cultural conditions prevailing where they were going to work, keeping in mind that these conditions were apt to change rapidly. It was suggested that the I.L.O. study the possible advantages of establishing panels of regional experts or of stationing experts at I.L.O. Field Offices, along with any other means of ensuring that experts be well acquainted with the conditions in which they were to carry out their missions. This was all the more necessary since missions were of short duration, leaving little time for preparation and adaptation.

28. Some consultants remarked that one of the difficulties was that competent experts were not always free and the people who were free were not always the most competent. In suitable circumstances, two persons might be sent; one a top expert who might come from anywhere in the world, the other a person with local experience. They could do the preliminary work together and the top expert could then leave, returning again perhaps after three or four months. This would have several advantages - the top expert need leave his employment for only two or three weeks at a time, while the local recruit would eventually become a top expert in his own right with all the advantages of his local knowledge.

29. The consultants agreed that the organisations where suitable experts were likely to be found should make a special effort to facilitate their release for assignment under the I.L.O. Programme.

30. The consultants did not enter into specific points of administrative procedure and realised that all possible flexibility was necessary in order to meet various circumstances. They also recognised the special nature of the I.L.O. and of its activities. With this in mind, they stressed the importance of ensuring that requests for I.L.O. assistance should initially emanate from workers' organisations and, in any case, have their explicit support. Projects should always be implemented in keeping with the principles governing I.L.O. action in the field of workers' education.

FELLOWSHIPS

31. The consultants stated that the award of fellowships was a useful form of I.L.O. activity and made the following suggestions.

32. The consultants regretted that a number of the beneficiaries (of I.L.O. and other programmes) did not return to workers' education upon completion of their fellowship. A study should be made of selection methods of fellows and means to persuade them to remain in the field for which they had been trained.

33. Programmes of simple visits were insufficient and actual study opportunities should be provided. But conversely, this was possible only if more detailed information was provided in advance to the host country and organisation on the needs of the fellow and of his organisation.

34. The consultants underlined the value of placing fellows, at least part of the time, in their own region or area, on account of the relative comparability of general conditions in the home and host countries.

35. A very profitable use of fellowships was their award to teachers and instructors of workers' education institutes and colleges. In such cases, the fellow might spend part, or the whole, of the time attached as working member to the staff of a workers' education institution in another country. Shorter working visits might also be facilitated, as staff could not always be spared for several months. The I.L.O. might also organise exchanges between the staff members of such bodies, based upon interest evinced or requests made.

36. Administrators of workers' education programmes could also derive great benefit from fellowships abroad. When workers' educators carry a part-time administrative responsibility, care should be taken to include the subject in their fellowship programme.

SPECIAL PROJECTS

37. The consultants discussed in detail the I.L.O.'s Experimental Project for Promoting Workers' Education in West and Central Africa, its results as far as known or foreseen at present, and the possible renewal of this experiment in this or a modified form. In this connection, they made the following suggestions.

38. A measure of regionalisation in I.L.O. workers' education activities appeared a useful development as it allowed more easily for continuing or renewal of contacts between I.L.O. experts and those whom they advise.

39. The consultants suggested that this type of action, which brought the I.L.O. nearer to the rank-and-file level of workers' education activities, be always conceived and carried out in the light of fundamental principles governing I.L.O. action in the workers' education field. At this point the consultants recalled that I.L.O.'s contribution to any workers' education programme constitutes only a part of a whole planned, implemented and controlled by the national, regional or international trade union organisations or by other organisations set up with their co-operation.

40. In thinking about the future, the consultants suggested that full account be taken of the experience of the present Experimental Project in West and Central Africa as to the relative cost of the operation, to the size of the area covered, and to the workload and responsibility placed on the experts responsible for it. The results of this project should be made known to workers' educators elsewhere so that this experience could be taken into account in similar situations.

SEMINARS

41. The consultants discussed the proposed I.L.O./E.C.L.A. seminar for trade unionists in Latin America, on the subject of planning and participation in social and economic development. They recommended that interested unions be consulted at all appropriate stages of the project and associated in the programming and preparation of study materials.

42. It was also suggested that the I.L.O. study the possibility of organising a seminar in Latin America for the directors of workers' education centres, so that they could exchange experiences and learn of recent developments in methods and techniques.

43. The consultants examined and commended the collaboration offered by the I.L.O. to various unions and other organisations set up with their co-operation for carrying out selected seminars and courses. It appeared to them to be one of the essential forms of I.L.O. activity in this field, and they suggested that larger resources be allocated to it, if possible.

44. The various forms of I.L.O. aid to seminars - publications, films, study grants, staff missions for lectures and participation in discussions, were all considered useful. The hope was expressed that the technical as well as other contribution of the Office could be further developed, all the more that mutual benefit was derived from it.

OTHER PROGRAMME SUGGESTIONS

Teaching about the I.L.O.

45. An essential function of the I.L.O. Workers' Education Programme was to spread knowledge and understanding of the I.L.O. itself, its principles, norms and activities. The consultants took note with interest of the seminars organised on "teaching about the I.L.O.". They considered that this theme was a very important one and they made various suggestions of a general nature about it.

46. Progammes on teaching about the I.L.O. should also make clear the responsibility of workers to take part in the functioning and orientation of the I.L.O.; they should know the services that they could expect from the Organisation within its sphere of competence.

47. The help of former delegates in I.L.O. conferences and committees, experts and fellows should be enlisted for such programmes whether sponsored by unions or by the I.L.O.

Educational leave

48. The question of leave - preferably paid leave - for educational purposes was one of very great importance in connection with workers' education. Such leave was at present being provided in various countries through law or collective agreements or both.

49. Since the subject interested employers and government as well as workers, the consultants considered that it was a fitting subject of I.L.O. study and action in collaboration with such bodies as U.N.E.S.C.O. A survey of national situations might be carried and reported upon in the Bulletin "Labour Education".

50. The consultants stressed the importance of the preparation and adoption by the I.L.O. of Conventions and Recommendations providing for the creation by governments and employers of the necessary conditions for facilitating workers' participation in education. If such Conventions and Recommendations were adopted, it would assist national trade unions in taking active steps towards securing their ratification and implementation.

Agricultural workers

51. In most developing countries, agricultural workers were at the same time the most numerous and the least privileged. Urgent efforts are needed in this field, and the consultants considered that I.L.O. should envisage, in co-operation with appropriate organisations, what action it might take to assist and develop their educational efforts in this field.

Research services

52. The consultants were of the opinion that good educational work had to be based on sound research and that, where unions aimed at organising research services, the I.L.O. should be ready to assist in this field, as indeed it had already done on some past occasions. The I.L.O. might also facilitate contacts and exchanges between various union research services.

U.N.E.S.C.O.

53. The consultants listened with great interest to Mr. A. Deleon, Co-ordinator and Director, Adult Education and Youth Activities Department of U.N.E.S.C.O., who outlined the programme of U.N.E.S.C.O. in the realms of literacy, training youth activities and adult education. They considered that it was not feasible to draw too fine a distinction between workers' and adult education, and that in certain local circumstances educational activities should be conducted concurrently in all fields. They suggested therefore that U.N.E.S.C.O, and I.L.O. continue to develop their liaison and co-operation in these fields with special regard to literacy and workers' education programmes.

EDUCATIONAL MATERIALS INCLUDING AUDIO-VISUAL AIDS

54. In the course of the discussion on this item the consultants referred to personal experiences and analysed principles and problems connected with various types of teaching materials and audio-visual aids used in workers' education programmes, including the preparation and diffusion of these materials. It was stressed that the needs for workers' education materials varied from country to country. These materials consisted of a variety of means of expression designed to facilitate the efforts of workers. None of the materials were intrinsically better than the others; their value and effectiveness depended on a whole series of psychological and technical factors.

55. Materials used in workers' education should be designed and employed in the light of the responsibilities of workers concerned, their experience and education, their psychological approach, their aims, their working and living conditions and the content and scope of the courses themselves, as well as the human and material resources available. Although study materials were no substitute for direct training by instructors or for efforts on the part of the workers concerned, they nevertheless played a positive role in making teaching more effective.

56. The consultants expressed appreciation for the effort made by the I.L.O. to meet the increasing needs for study materials. They emphasised that the I.L.O. was in a key position to do this. Because of its extensive knowledge of labour problems and the wealth of experience it had acquired on social and economic subjects within its competence, the Office should serve an international clearing house for workers' education materials. In some cases, trade union organisations of highly industrialised countries could make available useful materials which might be adapted and distributed to trade union organisations in developing countries. Adaptation and distribution should be based on criteria of simplicity, effectiveness, flexibility and low cost. Annotated lists of materials available should be prepared and distributed to workers' educators in suitable ways and designed to facilitate the varying uses of the documentation analysed.

Written materials

57. It was recognised that there was a shortage of publications on labour questions suitable for use in workers' education programmes, and the I.L.O. should make more efforts to help meet this need. The I.L.O. workers' education manuals were useful educational tools. They were designed mainly for use by instructors in the preparation of their courses or by individual trade unionists who had already some basic knowledge of social and economic problems. The attempt to prepare manuals which were universally applicable led to difficulties in the use of some of them in specific areas, particularly in the developing countries. It was urged therefore that the I.L.O. consider redrafting or adapting on a regional basis those manuals whose content required it.

58. It was often necessary to simplify, summarise, adapt and translate these manuals into languages used by the workers. In future, the I.L.O. should make every endeavour to ensure translation by the organisations concerned. In fact the manuals had been adapted and drawn upon by workers' educators in various parts of the world, either in the production of their booklets and study notes or directly by seminar and training course participants.

59. The consultants urged the Office to continue this series of manuals. Possible subjects for new manuals were suggested: various aspects of workers' education methods and techniques, how to teach about the I.L.O., the work of the I.L.O. industrial committees, economic questions, social and economic planning, labour legislation, problems of young workers, how to teach, how to speak in public, how to prepare reports and conduct meetings, how to organise libraries for trade unions and

how to set up trade union research services. The manuals should be simple, descriptive, short and illustrated, and suited to the needs of various workers' education programmes designed for instructor training, or for different categories of rural or urban workers, taking full account of different cultures as reflected by geographic areas or degrees of industrial development.

60. Adaptation and simplification of existing manuals should be developed, also bearing in mind the different needs of rural and urban workers and of different countries and regions. Study guides and short pamphlets on selected I.L.O. standards, including those on particular industries would be valuable for example to metal workers, textile workers and others whose conditions of labour were affected.

61. As all the consultants had personal teaching experience in workers' education programmes, the I.L.O. should make every effort, in appropriate ways, to consult them in respect of the materials in preparation and invite them to provide further views and information, so that the materials might more effectively meet the needs of workers and their organisations.

62. The technical studies resulting from practical research were also commended as useful materials for which there should be increased supplies. The study of publications received in the Office, the analyses of the reports of the I.L.O. Field, Branch Offices and Correspondents, the information collected by its experts, fellows and officials and of course the data provided by the trade union organisations and other bodies concerned with workers' education enabled the Office to draw conclusions of practical value which should be made available to the greatest number of unions.

"Labour Education" Bulletin

63. The consultants stressed the need for material for self-education and considered that a vocabulary of social and economic terms would greatly facilitate assimilation of documents in which subjects might appear to be covered too academically.

64. There was general agreement that the Bulletin "Labour Education" was an excellent educational tool. It contained valuable data on technical aspects of workers' education, and being a specialised publication designed primarily to meet the needs of instructors and administrators in workers' education, it did not and would not duplicate union and other educational journals. The consultants considered that the effectiveness of the bulletin might be increased, particularly in developing countries, by indicating detailed information on methods and techniques used by various workers' education bodies, listing

study material recently produced and devoting more space to teaching about the I.L.O. and its activities. The consultants undertook to make available complete documentation on the educational activities of their organisations with a view to making the bulletin fully representative of the latest trends in workers' education. They suggested that the I.L.O. consider ways and means of helping to supply materials to the trade union press; for example, by providing appropriate technical information, offprints of articles published in the bulletin and details concerning items on the agenda of I.L.O. Conferences.

Audio-Visual Aids

65. Audio-visual aids were valuable devices for workers' education: in some countries there was a low level of literacy among workers; the worker was often little accustomed to study of the traditional type; and such aids represented a new cultural dimension. Audio-visual aids reinforced and speeded up the learning process. They helped to concentrate attention, stimulated interest, illustrated the subjects dealt with in workers' education and at all stages encouraged further effort.

66. The use of audio-visual aids depended on their availability as well as practicability. Many trade union and workers' education organisations produced posters, drawings and photographs and encouraged their instructors to make extensive use of them. It was, however, not always possible to call upon specialists to prepare these materials. On the other hand, instructors sometimes lacked experience in their appropriate use. The consultants suggested therefore that the I.L.O. might consider producing posters and similar materials to be presented at regular exhibitions or displayed in workers' education meetings.

67. Filmstrips, films, radio and television could do much to facilitate discussion of new ideas, help to bring about changes in attitudes, and encourage forms of behaviour, in addition to conveying information and in enlisting knowledge. Visual methods of expression and broadcasting should therefore be used with care.

68. The preparation and utilisation of these materials often required expensive equipment and a certain amount of technical knowledge, particularly in respect of films, radio and television. Some unions were in a position to produce films or could easily obtain access to the national radio and television networks; most of them, however, had to content themselves with films produced by other bodies and with the limited amount of time given to them by public radio and television services. In addition, the high cost of projectors, radio and television receivers in certain countries were main obstacles in the way of the use of films, radio and television as a means of workers' education.

69. The consultants expressed appreciation for the facilities provided by the I.L.O. workers' education film library to meet the increasing demands for audio-visual material, and urged the I.L.O. to persevere in its efforts to increase its collection of films and filmstrips by acquiring new films on labour, social and economic questions, and by facilitating the loan of these films to trade unions and workers' education bodies. The I.L.O. should continue production along the lines of its filmstrip on "Methods and Techniques of Workers' Education", which was seen and analysed by the consultants and considered to be a good example of what the I.L.O. could do in this field. The consultants commended the I.L.O. for taking this initiative which would be of considerable value to trade union and workers' education bodies.

70. Availability of films and filmstrips for use by trade union organisations as and when required was essential. Their supply could be facilitated by equipping I.L.O. Branch, Field Offices and Correspondents, and by making it known to workers' educators through the trade union press and other means that such materials were available.

71. The I.L.O. should give advice on how to select, obtain and use films for workers' education. In the I.L.O. film catalogues, each film should be analysed and bear suggestions as to how and when it should be shown, taking due account of the uses of the film for different groups of workers with different backgrounds and from varying cultural and geographic areas. To the extent it was possible to review them, the I.L.O. should also add to its catalogues those films which might not be in its library, but which were worthy of recommendation. Finally, the catalogues should list the producer of each film together with indications as to acquisition or loan.

72. Radio and television for workers' education purposes should be developed. Radio was often an effective means to reach workers in isolated regions. Educational broadcasts should be systematic, regular and frequent, but their success could not be guaranteed if qualified instructors did not prepare appropriate scripts and ensure their proper use. The I.L.O. could envisage providing training facilities to that effect and, at the initiative of the trade union organisations, might draw the attention of radio and television services to the value of workers' education.

Free circulation of teaching materials

73. The I.L.O. should make constant efforts to endeavour to overcome the obstacles to free circulation of teaching materials for workers' education. Existing international instruments designed to simplify administrative formalities and remove

charges which restricted the export or import of teaching materials should be applied more widely and better enforced. The I.L.O. should more closely associate its Field, Branch Offices and Correspondents with its system of diffusion of study materials. In view of the fact that no limitations were practically imposed on the circulation of educational materials made available by the I.L.O., the consultants urged trade unions and workers' education bodies producing films and filmstrips to provide them to the I.L.O. workers' education film library, so as to enable the Office to contribute towards meeting an urgent need.

74. The consultants emphasised that the free circulation of all kinds of educational materials for workers' education purposes was essential for the exercise of freedom of association. To this end, it was suggested that the I.L.O., in consultation with the U.N.E.S.C.O., should examine the possibility of certifying the educational nature of films produced or utilised by trade unions or other workers' education bodies.

YOUNG WORKERS AND THE TRADE UNION

75. The report entitled "Young Workers and the Trade Union", the third item on the agenda, was considered as a descriptive document setting out clearly the various problems encountered by young workers on the threshold of working and trade union life. Some of the consultants would have preferred that fuller emphasis be given to the magnitude of this problem arising from the large numbers of young workers who, in the developing as well as the industrially advanced countries, constituted the main core of the active population in today's economy.

Young people and work

76. The consultants were of unanimous opinion that, in many countries, young people about to start a career lacked the necessary preparation, that they had little knowledge of the society in which they were to live and work and that they were unfamiliar with the industrial revolution which had led to the formation of this society. Their education in social and labour matters frequently remained to be completed. Irrespective of the assistance that the trade unions might be able to give in this domain, the role of schools should be examined with a view to providing certain theoretical and practical training so as to acquaint youth of school-leaving age with living and working conditions both within the undertaking and in general, and with the role of trade unions in society.

77. The consultants, particularly those from developing countries, laid emphasis on the tragic position of many youths entering employment without even the rudiments of general education and vocational training, thereby finding themselves victims of exploitation, or who might be engaged in a type of work offering no future prospects, where they were not condemned to unemployment and a life of idleness on the streets. It was agreed that vocational training and workers' education were closely related; they should be conducted on parallel lines covering - even in industrially advanced countries in some cases - literacy training, basic general education and the art of communicating ideas.

78. In certain newly independent countries facing modern industrial life, it was also observed that young workers' problems coincided with problems on a national scale, since these young workers alone constituted a major part of the labour force of the modern economy. It therefore fell to trade union organisations and to the I.L.O. to urge governments and employers to take the necessary measures to ensure large-scale vocational training programmes, technically and scientifically evolved, facilities for further training in the course of employment and the inclusion in vocational training schemes of certain aspects of workers' education which were essential to a fuller understanding of the active contribution to be made by workers and trade unions to society. The consultants held the view that any such action, which should be undertaken principally through tripartite vocational training bodies at different levels, would in itself be beneficial to trade unionisation and to the integration of young people into the labour movement.

Young Workers and Trade Union Life

79. The consultants urged that the I.L.O. and trade unions should endeavour to obtain that apprentices enjoy the right to unionise without discrimination. Apprenticeship training schemes should be established in collaboration between unions and employers.

80. Several consultants were concerned with the problems confronting young workers between entry into employment and adult life. Between these two stages existed a phase when youths as a group were hard to understand, when they sought forms of self-expression in stating their basic preferences in matters of philosophic, social, religious or political concern. Educators often encountered difficulties during this phase in trying to convey to young workers experience acquired by adults. The idea was put forward that it might be preferable to leave to the young workers the task of defining their problems and

work out their own solutions, rather than subject them to adult tutelage or paternalism. In such a case, the role of the trade union would be to help youths in their search for solutions and, irrespective of the union structure, to leave them freedom of expression.

81. Some consultants stated that many young workers today did not associate themselves spontaneously with trade union bodies which, in their eyes, represented rather an adult society. In many instances young people regarded themselves as better adapted than their elders to modern techniques; from the outset they considered that they warranted equality of treatment within the union, that they should shoulder the responsibilities involved, and that their specific problems should be dealt with apart. Well-meaning adults, and more especially workers' educators, who were conscious of these attitudes, should be careful not to alienate youths from their environment but should extend whatever aid they could in encouraging young workers to assume responsibility for their fate and to participate actively in the solution of their particular problems. Moreover, such responsibilities should not be confined exclusively to trade union concerns, but should also include participation in works committees, as well as bodies set up to deal with hygiene and welfare, sport and leisure.

Young Workers and Workers' Education

82. Workers' education activities should also be adapted to the needs of young workers and in particular to overcome their ignorance of social and economic matters at school-leaving age. In addition, it should aim at acclimatising young workers not to the living and working conditions of the adults of today but to conditions 15 or 20 years ahead. Some consultants described concrete experiences of collaborations between youth labour movements and trade union organisations. These had given rise to concerted study of youth problems relating to trade unions, as well as day courses and seminars specifically designed to meet the needs of youths, and publications on topics concerning young workers prepared by the young for the young and widely diffused among youths of school-leaving age or about to enter employment.

I.L.O. Action for Young Workers

83. The consultants heard with great interest a summary of the I.L.O.'s activities relating to young workers. In the light of this, of the report that had been placed before them and of the discussion, they made the following suggestions, either for possible action by the Office or for the attention of I.L.O. Consultants on Problems of Young Workers when dealing with questions within their special fields.

84. The consultants suggested, in the first place, that the I.L.O. keep in touch with trade union youth sections or services, particularly educational services conducting programmes among young people, as well as with international youth organisations concerned with young workers. It would be helpful also if, at the request of such bodies, the Office gave increased assistance to their seminars and other educational activities devoted to young workers within fields of its competence. The desire was also expressed that the work of the I.L.O. Consultants on the Problems of Young Workers be further expanded.

85. In this connection, the I.L.O. could usefully make a study of the work of trade unions among young people, particularly in relation to their social and economic studies, in order that this experience could be shared, for example through the columns of the Bulletin. On this subject, consultants mentioned a number of programmes and achievements which the Office might profitably examine.

86. In connection with publications, the consultants noted with pleasure the forthcoming issue of a workers' education manual on "Youth's Place in Society" and suggested that this should take into account the conclusions of the present meeting, as well as those of the consultants on young workers. The Office might also consider what special publications should be produced for young workers and assess efforts being made in this respect. The Office might also consider the preparation of model brochures, for example on the reception of young persons in the workplace. These model brochures could then be adapted and edited by trade unions to suit local needs and problems. A small booklet on the I.L.O. and its work should be prepared for use by youths in the senior years in schools and in vocational training institutions.

87. Among the subjects to which the I.L.O. might devote attention, within its field of competence, the consultants mentioned in particular:

(a) the application to young workers of regulations covering educational leave;

(b) educational work to prepare young people to assume social and trade union responsibilities, particularly in the various committees concerned with these questions;

(c) educational work with a view to combating the discrimination to which young people - particularly young women workers - may be subject when choosing a trade and when seeking vocational training;

(d) educational work for the purpose of bringing to the knowledge of young people the principles of I.L.O. Conventions and Recommendations affecting young people and children. In this connection, the consultants suggested that workers' educators themselves should make these principles known and encourage their application, and this educational work should be included in special training facilities to be organised and administered by young workers themselves.

88. In these fields, the consultants considered it important that U.N.E.S.C.O. and the I.L.O., both being concerned with young people, should harmonise their efforts on every possible occasion when this would be useful.

89. While at school and during vocational training, the main responsibility fell on school authorities and employers, trade unions also had a legitimate concern with the preparation of young people for adult life. For obvious reasons, the I.L.O., being a tripartite body, had a special interest in these aspects of the education of young workers. It appeared to the consultants that the I.L.O. should press for some elements of labour studies and workers' education to be introduced into the school syllabus and technical courses, the better to prepare young people to play their part in modern society. Trade unions should enjoy free access to schools, technical institutes and the authorities that determine the courses of study at these places, because it was at this stage, that young people should be encouraged to turn towards the trade union movement. In the opinion of the consultants, the I.L.O. could, by reason of its nature and position, exercise a beneficial influence in this respect.

90. Having been informed of the technical assistance rendered by the I.L.O. in respect of vocational training, the consultants expressed the wish that this assistance be extended to cover trade union activities in this field. They further hoped that the I.L.O., by reason of its tripartite character, should endeavour to improve the technical assistance principles and procedures so that workers' organisations be more closely associated with the preparation and implementation of projects of this nature, in keeping with the principles embodied in Recommendation No. 117 concerning Vocational Training (1962). It was considered important that the fact should be fully accepted in this as in other fields that trade unions had responsibilities in the preparation of young people adequately to fulfil their role at work and in society, and that the unions should therefore be associated with this preparatory training.

CLOSING SESSION

91. Mr. Jef Rens, Principal Deputy Director-General, addressing the Meeting of Consultants in its closing phase, stressed the magnitude of the educational task that lay ahead of trade unions, especially in the developing countries. He underlined the respective roles in the workers' education field of the labour movement and the I.L.O., the latter's contribution being designed to complement that of the trade union movement. Mr. Rens went on to compare the rapid growth of unions in the developing countries with the gradual evolution of workers' organisations in the industrialised nations. He endorsed the emphasis the consultants had placed on the importance of the educational work among rural communities, which were the source of manpower for newly created industries.

92. Mr. Rens stated that it behoved educators to ensure that the workers in general were fully alive to the importance of their role in industry as well as that of industry within the framework of the national economy, and to define clearly the rights and obligations entailed. If workers' education presented such a challenge, it arose from the pressing need to explain such matters in their full context to workers who enjoyed but few privileges. From the many examples where the labour movement had succeeded in transforming the working masses into organised and knowledgeable societies, there was every reason to look to the future with optimism. Mr. Rens concluded his remarks with an assurance that the I.L.O. would do its utmost to strengthen its efforts in the field of workers' education and to ensure that activities undertaken in common with trade union bodies would meet as effectively as possible the immense educational needs in the field of labour.

93. In a short closing speech, the Chairman remarked that Mr. Rens had expressed eloquently the feelings that all the consultants shared concerning the part which workers' education should play in the quest for social justice, particularly in new nations. He added that this was the first time the consultants had met and the results had exceeded his highest hopes. Drawn from different parts of the world and major wings of the trade union movement, as well as from workers' education bodies set up with its co-operation, the consultants had made his task easy by working together in the most enthusiastic manner, pooling their vast experience for the benefit of the cause of workers' education and seeking always to make practical suggestions to the Office. One thing that had emerged clearly from the two weeks' discussions was that the I.L.O. had a vital role to play in the field of workers' education, and that the consultants could make a continuing contribution to the performance of that role by holding themselves always available for advice and informed comment. The consultants had done their duty at the present meeting by providing to the Office valuable information on workers' education developments and by making a great many interesting suggestions, which were embodied in the final report which had been adopted unanimously. It would now be submitted to the I.L.O. Governing Body for consideration.

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